



# MEMORANDUM

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TO: Zoning Examiner

DATE: March 20, 2018  
For April 19, 2018 Hearing

FROM: Scott Clark  
Interim Director  
Planning & Development Services

SUBJECT: REZONING: PLANNING & DEVELOPMENT SERVICES REPORT  
C9-18-04 Speedway + Campbell PAD  
R-3 & C-1 to PAD (Ward 6)

**Issue** – This is a request by Jim Portner of Projects International, on behalf of the property owner, Shenkarow Realty Advisors, to rezone approximately 2.49 acres from R-3 & C-1 to Planned Area Development (PAD) zoning. The rezoning site is located at the northwest corner of Campbell Avenue and Speedway Boulevard at the center of the University of Arizona main campus, Arizona Health Sciences Center and Banner University Medical Center Campus (See Case Location Map). The preliminary development plan proposes a mixed-use activity center with retail, grocery, hospitality and/or multi-family residential and professional or medical office for a total square footage ranging from 360,000 to 420,000. The total number of units anticipated for either hospitality use or multi-family residential use is 92 hotel room and 28 higher end residential units. The maximum building height is 250-feet (20 stories) with proposed step-back and height transitions along Speedway Boulevard of 154 feet (10 stories) and Campbell Avenue of 130 feet (10 stories).

**Planning & Development Services Recommendation** – The Planning & Development Services Department recommends approval of Planned Area Development (PAD) zoning, subject to the attached Speedway + Campbell PAD document.

## **Project**

**Project Description** This is a redevelopment proposal of a site consisting of the Palm Shadows Apartments (circa 1960) with (4) two-story apartment buildings and 152 existing units. The apartment structures are outdated by today's housing standards for architecture and amenities. Due to the site's location at the gateway of the University of Arizona (UA) within proximity to the Helen Streetcar stop and other multi-modal opportunities, the site is highly underutilized. The proposed project is considered a transit oriented development as it is proposed for mixed-use development designed to take advantage of nearby transit and includes features that encourage walking, biking and transit ridership. This mixed-use activity center will offer retail, commercial, multi-family residential, hospitality and medical and professional office. The proposed land uses will support urban infill development, the nearby streetcar station at Helen and Warren as well as the nearby Arizona Health Sciences Center, Banner University Medical Center Campus and University area. The project provides a pedestrian interface at ground level and activates Helen Street with pedestrian activity.

The proposed buildings range in heights with proposed step-back and height transitions. The high rise element is limited to maximum 250-feet (20 stories) and will contain a mix of professional offices, together with residences and a potential hospitality component on its highest floors. The height transitions along Speedway Boulevard of 154 feet (10 stories) and Campbell Avenue of 130 feet (10 stories). The land uses along the base at street level are envisioned for restaurant, retail, grocery and other commercial uses. Professional and medical offices are envisioned for the floors above street level. All buildings will feature a double-layered facade, the outer element of which will be a face of terracotta, metal or composite resin shad lovers that will provide shadowing and stack ventilation cooling of the inner building face and minimize sun reflection onto off-site area and nearby neighborhoods.

Parking is proposed within a multi-story parking structure with up to four (4) levels of above street level and two (2) to four (4) levels of sub-surface parking. All above ground parking will be visually screened and blend in with the 4-sided architecture incorporating the same design aesthetic and building materials. A central outdoor plaza will be located at ground level interior with potential to accommodate special events, community and group gatherings, and weekend farmer's markets. The plaza will be 7,500 square feet open to the sky with pedestrian access to the east. The street level pedestrian interface will include seating elements along the perimeter building street frontages.

Project Site Characteristics The proposed site consists of two parcels totaling approximately 2.49 acres, located near the major intersection of Speedway Boulevard and Campbell Avenue. Both Speedway Boulevard and Campbell Avenue are identified as 6-lane arterials on the Major Streets & Routes Plan and constructed to its ultimate right-of-way. Campbell Avenue is identified as a Gateway Arterial. Helen Street, an east-west local public street providing the main access to the site. The Helen Warren Streetcar Station (1<sup>st</sup> streetcar stop) is located along Helen Street at the intersection of Helen Street and Warren Avenue. The rezoning site has approximately 295 feet of frontage on Speedway Boulevard and approximately 295 feet of frontage along Helen Street. A small parcel with an existing UA Board of Regents office borders the east boundary and Campbell Avenue. Other types of multimodal transportation options near to the site include Suntran Bus Service, CatTran Service Shuttle Service, existing bicycle routes and Tugo Bike Share (City of Tucson Bike Share Program).

Existing Land Use: Palm Shadows Multi-Family Residential Apartments

Surrounding Zones and Land Uses:

North	R-3	Arizona Health Sciences Center (AHSC) & associated parking
South	C-1	Food Service & General Merchandise Sales
East	C-1	UA Board of Regents Office, Retail & Food Service
West	C-1	UA Residence Hall, UA Offices, Food Service and Financial Service

Zoning Descriptions:

Existing

Commercial Zone (C-1) - This zone provides for low-intensity, commercial and other uses that are compatible with adjacent residential uses. Residential and select other agriculture, civic, recreational, and utility uses may also be permitted that provide reasonable compatibility with adjoining residential uses.

Residence Zone (R-3) – This zone provides for high density, residential development and compatible uses. Civic, educational, recreation, religious uses, and select other uses, such as day care and urban agriculture, are also permitted that provide reasonable compatibility with adjoining residential uses.

Proposed

Planned Area Development (PAD) – The purpose of the Planned Area Development (PAD) zone is to enable and encourage comprehensively planned development in accordance with adopted plans and polices. The PAD is a zoning classification which provides for the establishment of zoning districts with distinct standards.

**Related Cases:**

Banner Health UMC Campus

On December 8, 2015 Mayor and Council adopted Ordinance No. 11325 rezoning approximately 33 acres from R-1, R-2, NR-1, and C-1 to Planned Area Development (PAD) zoning. The PAD proposed a redevelopment of the existing hospital (700,000 square feet of gross floor area), while also proceeding with a significant phased redevelopment program for the medical campus that includes the construction of a new hospital facility. At completion of the Phase 2 construction, the medical campus is estimated to have more than 1.8 million square feet of medical facilities and approximately 800 beds. Maximum building height of the new hospital and associated bed towers will be 185 feet.

Planned Area Development Zone

The purpose of the PAD Zone is to enable and encourage comprehensively planned development in accordance with adopted plans and polices. The PAD document allows the flexibility to tailor land uses, development standards and design to a project's needs, allowing the project to fit with any site constraints, and be more compatible with existing neighborhoods.

The PAD will use the OCR-2 zone designation for its base zone which provides for high-rise development that serves the community and region and is located in major activity centers. High-density residential and select other agriculture, civic, commercial, industrial, retail, storage, utility, and wholesaling uses may also be permitted provided design and development standards apply. A maximum building height in OCR-2 is 300 feet. A mixture of development types is encouraged, including office, commercial, and high-density residential uses.

The PAD makes the following modifications to the OCR-2 base zone and adheres to the University Area Plan (UAP), Section 3.G: Helen Warren Station:

- Building height restrictions of 250-foot with no more than 33% of the 20-story building envelope's ground area no more than 25% of the entire property's ground area (maximum building height along Speedway Boulevard is 154 feet (10 stories) and Campbell Avenue is 130 feet (10 stories)(UAP, Section 3.G Urban Design).
- Transportation considerations of the Project, including its traffic impacts upon the existing street system, associated/needed street improvements, and multi-modal/transit-oriented development provisions (UAP, Section 3.G: Transportation).
- Establishment of a Neighborhood Liaison Group (NLG) to include nine neighborhood associations surrounding the Project (UAP, Section 3.G: Coordination with Neighborhoods).
- Required special studies for surrounding viewsheds impacts and project visibility (UAP, Section 3.G: Coordination with Neighborhoods and Urban Design), including:

- Provides for Architectural Standards and Design Guidelines
- Buildings will feature a double-layered facade, the outer element of which will be a face of terracotta, metal or composite resin shade louvers that will provide shadowing and stack ventilation cooling of the inner building face and minimize sun reflection onto off-site area and nearby neighborhoods.
- No protruding balconies are permitted; only loggias and terraces integrated within the building volume are permitted.
- The permitted loggias and terraces are allowed primarily on the north and south-facing elevations of the buildings, respectively. Such features are permitted on the east and west-facing elevations only in corner offices or residential/hospitality units.
- Building massing and placement is planned to provide visual variety and create a 7,500 square foot urban open spaces or plaza areas.
- The Speedway Boulevard and Helen Street Streetscapes will consist of design zones to encourage pedestrian activity, including (UAP, Section 3.G: Urban Design):
  - A 10-foot sidewalk and 10-foot landscape border.
  - A second story and upper building floors overhang the 10-foot streetscape border to provide shade and gathering areas.
  - The street level pedestrian interface will include seating elements along the perimeter building street frontages.
  - The ground-level outdoor spaces will be privately owned and maintained, but will still maintain open to public access.
- Direct linkages will be provided to the Helen-Warren Streetcar Station, Helen Street and Speedway Boulevard, Campbell Avenue sidewalk networks, bus transit stops, designated bicycle routes, pedestrian street crossing, Cat Tran Stops and the Tugo Bike Share Station (UAP, Section 3.G: Urban Design).
- PAD prohibits the following uses: group dwellings, commercial and personal storage, correctional facility, animal service, automotive service, major or minor, billboards, large bars, dance halls, large retail establishment, general manufacturing, hazardous material storage heavy equipment manufacturing, maintenance and environmental services, renewable energy generation and salvaging and recycling center.

This custom zoning has resulted in a mixed use development zone appropriate for an infill site that fronts the Speedway and Campbell Avenue intersection and compatible with the surrounding development of the UA Main Campus, the Arizona Health Sciences Center and is sensitive to nearest residential neighborhoods outlying from the immediate context of the site. The PAD document allows the applicant the flexibility to create project architectural and design guidelines to ensure a superior site design and architectural quality. The proposed project will include a common theme and design elements throughout the property that will unify streetscape design, signage, materials, colors and architectural styles and will be reviewed and approved by the architect of record. A letter signed and sealed by the project architect must be submitted certifying the plans are in general conformance with the PAD Architectural and Design Guidelines. Prior to architectural certification, the owner/development and their architect will meet with the NLG to present and discuss the final architectural design.

Vehicular Access/Road Improvements/Circulation/Alternative Modes – A Comprehensive Traffic Analysis has been prepared for this PAD District as required by UAP HWSA (Section 3.G, Transportation Policy 2) and is included in Appendix D. This Traffic Analysis was based upon, and updates a prior traffic study prepared for the entire AHSC campus in December 2012. The present



analysis considers the future PAD District development, the adjacent AHSC campus and Banner-University Medical Center redevelopment/expansion. In accordance UAP HWSA, Section 3.G Transportation Policy 1, principal vehicular access to and from the site is proposed via Helen Street; fire/emergency, disabled and grocery delivery access only is permitted to and from Speedway Boulevard. The recommendations for traffic improvements as a result of the Traffic analysis include, but not limited to:

- Expansion of the Helen Street access entry,
- Northbound dedicated left turn lane existing the PAD site, and
- All-way stop control at the entry/intersection with Helen Street.

The development will contribute its fair share cost of off-site transportation or traffic improvements necessary to serve the proposed development and address its impacts; the extent of the contribution shall be determined in conjunction with a TIA approved by the Department of Transportation (UAP Section 3.G:Transportation) Table 18 on page 123 of the PAD identifies a detailed inventory of the recommended improvements in the area and what improvements will be constructed by the project developer and improvement constructed by others.

An analysis of alternative transportations modes in the area indicated that this area experiences a much higher ratio of alternative transportation modes. The PAD district is located in both a pedestrian and transit oriented area. Access to the streetcar and Tugo bicycles (City of Tucson Bike Share Program) near the site will minimize the use of single-occupant vehicle trips. The study also recommends the PAD district provide pick-up/drop-off areas to encourage the use of ride-share programs as well. Pedestrian circulation and connectivity will be improved through and within the PAD District, Exhibit 28 in the PAD document outlines the proposed on-site pedestrian circulation.

On-Site Parking- UAP, Section 3.G Transportation indicates all parking shall be located on-site. Parking is proposed within a multi-story parking structure with approximately four (4) levels of above street level and two (2) to four (4) levels of sub-surface parking. The parking spaces provided are based on ULI's standards parking generation rates for transit oriented development with shared parking and multi-modal opportunities.

Plan Compliance – The request to rezone the site to a PAD is consistent with the land use direction provided by both *Plan Tucson and University Area Plan, Section 3.G*, which support infill and mixed use development.

#### Plan Tucson

The proposed rezoning site is identified in *Plan Tucson* Future Growth Scenario Map as 'Campus Area' which are properties that are within or in close proximity to established master planned educational, medical and/or business facilities. The site is located immediately adjacent to Campus Areas including the University of Arizona main campus to the south and east and the Arizona Health Sciences to the north. The types of projects are compatible with the proposed multi-use activity center. *Plan Tucson* supports infill and redevelopment project that reflect sensitivity to the site and neighborhood conditions and adhere to relevant site and architectural features. *Plan Tucson* also supports environmentally sensitive design that protects the integrity of existing neighborhoods, complements adjacent land uses and enhances the overall function and visual quality of the street, adjacent properties and the community.

**University Area Plan (UAP)- Section 3.G. Helen-Warren Station Area (HWSA)**

Mayor and Council on October 21, 2014 approved and adopted Resolution No. 22310 adding a new section of the University Area Plan, Section 3.G, HWSA. The HWSA was established in recognition of the Helen-Warren streetcar station located on the south side of Helen Street, approximately one hundred feet (100') east of its intersection with Warren Avenue and approximately five hundred feet (500') west of Campbell Avenue.

The site is located within Subarea 1 of the UAP, Section 3.G. The Land Use Policies support commercial retail and services, restaurants, a grocery store, medical and professional offices, hospitality and residential condominiums or leased apartments. The proposed project meets the HWSA building height restriction of 20-story and 250' height. The project's ultimate building height of 250-feet is proposed to no more than 33% of the building envelope and no more than 25% of the entire property.

The proposed mixed use development is appropriate for a transit-oriented infill development in conformance with the adopted UAP, Section 3.G, while also incorporating context sensitive architectural design and massing that creates an integrated, urban environment with pedestrian oriented streetscape and community gathering spaces intended by the UAP, Section 3.G. See Section III.B: Area Plan Policy Compliance on pages 61-65 of the PAD Document.

**University of Arizona Comprehensive Campus Plan**

The UAP recognizes the importance of the University of Arizona Comprehensive Campus Plan (UACCP) and stresses the need to enhance coordination between its policies and those of the UAP in the best interests of the University of Arizona, the surrounding established neighborhoods, and the community at large. The applicant has met with UA representatives during plan amendment process of the University Area Plan which added the Section 3.G and as a result, a policy was added to require coordination with the UACCP throughout the rezoning and development plan process (See UAP HWSA Land Use Policy 2, Guidelines 1 and 2). The University of Arizona is presently in the early stages of updating its UACCP and the PAD owner/developer is committed to coordinating with their representatives as part of this PAD process and subsequent redevelopment of the Subject Property.

**Public Participation and Comment** – A neighborhood meeting was held on January 24, 2018 with 105 neighbors in attendance. The applicant presented project information and overview of the PAD document. The discussion included topics and issues, such as the conformance with the area plan policies approved during the plan amendment, including the building height, and the results of completing several studies showing the Project's potential impacts on the surrounding area. These studies included a transportation impact analysis, viewshed and project visibility study, and post development acoustic study. Other items addressed at the meeting include inclusion of community spaces, shaded plazas and pedestrian arcades to allow visitors to safely and comfortably gather and circulate through the Project; a mix of uses, including retail/grocery, office and residential/hospitality, that will provide amenities to the surrounding residential areas; use of double-skinned building façade, likely through terra cotta louvers, that will add architectural relief and work to cool the building in the hotter months; integrated design and functionality of the Project's parking structure; and sustainability features, to include rainwater harvesting, solar water heaters and panels, and building massing to shade public spaces.

Public Input & Neighborhood Outreach throughout the Plan Amendment and Rezoning process:

Plan Amendment

- Initial small-group neighborhood leaders meeting 6/19/2013
- Small group working meeting with neighborhood association leaders 04/28/2014 to present the project and provide for Q&A
- Follow-up small group meeting with neighborhood association leaders 06/19/2014 to present/discuss project refinements
- Full-notice, formal neighborhood meeting 05/08/14
- Planning Commission Study Session
- Planning Commission Public Hearing
- Mayor and Council Public Hearing 10/21/2014

UAP Changes based on Plan Amendment process, and public input:

- Building height restrictions of 250-foot with no more than 33% of the 20-story building envelope's ground area and no more than 25% of the entire property's building envelope
- Formal establishment of a Neighborhood Liason Group (NLG) based on the association leaders that were assembled during the Plan Amendment process
- Main private-vehicle access limited to Helen Street
- Specialized requirements for a series of special studies for identifying the impact for:
  - surrounding viewsheds impacts and project visibility
  - shade and shadow, privacy impacts
  - established flight paths of emergency helicopters servicing the Banner-University Medical Center trauma helipad, including an acoustic study of the impacts on nearby residential noise levels and whether reverberation can be expected from the proposed project's high-rise

Rezoning

- Prior to formal neighborhood meeting, went through pre-PAD review with City departments / outside agencies, multiple drafts and refinements to produce finished document for filing with rezoning application
- Held two (2) NLG working meetings on 8/15/2017 and 11/13/2017 designed to present the PAD Document, results of special studies, and gather on-going NLG input.
- Made formal presentations in front of the Catalina Vista NA Board (8/25/17 & 11/27/17), Blenman-Elm NA Annual Meeting (11/9/17), and Sam Hughes NA Annual Meeting (1/16/18).
- Scheduled an additional joint meeting for all Catalina Vista and Blenman-Elm members, specifically to provide an open forum for discussion and Q&A on this project (12/11/17).
- Required full-notice neighborhood meeting on 01/24/2018 prior to PAD submittal.
- The project was designed based on the approved policies of the University Area Plan Amendment for Section 3.G: Helen Warren Station, Subarea 1. In addition, the following design features were put in place as a result of the specialized studies:
  - Buildings will feature a double-layered facade, the outer element of which will be a face of terracotta, metal or composite resin shade lovers that will provide shadowing and stack ventilation cooling of the inner building face and minimize sun reflection onto off-site area and nearby neighborhoods.
  - No protruding balconies are permitted; only loggias and terraces integrated within the building volume are permitted.
  - The permitted loggias and terraces are allowed primarily on the north and south-facing elevations of the buildings, respectively. Such features are permitted on the east and west-facing elevations only in corner offices or residential/hospitality units

### **Discussion**

*Plan Tucson* and the *University Area Plan* support infill and redevelopment projects at the intersection of two major arterials, campus activity centers such as the University of Arizona and Banner Hospital, and along the modern street car line. The UAP Area Plan Amendment approved in October of 2014, created a new land use section, Section 3.G, specifically for this area, referred to as Helen Warren Station Area (HWSA). Section 3.G. provides a framework to allow for development of nearby properties in a way that is consistent with the opportunities which the streetcar station provides, as well as to promote other multi-modal transportation opportunities in conjunction with it. The HWSA even established a specific set of policies, heights, and guidelines under Subarea 1 to provide for a mixed-use transit-oriented development project consistent with the following:

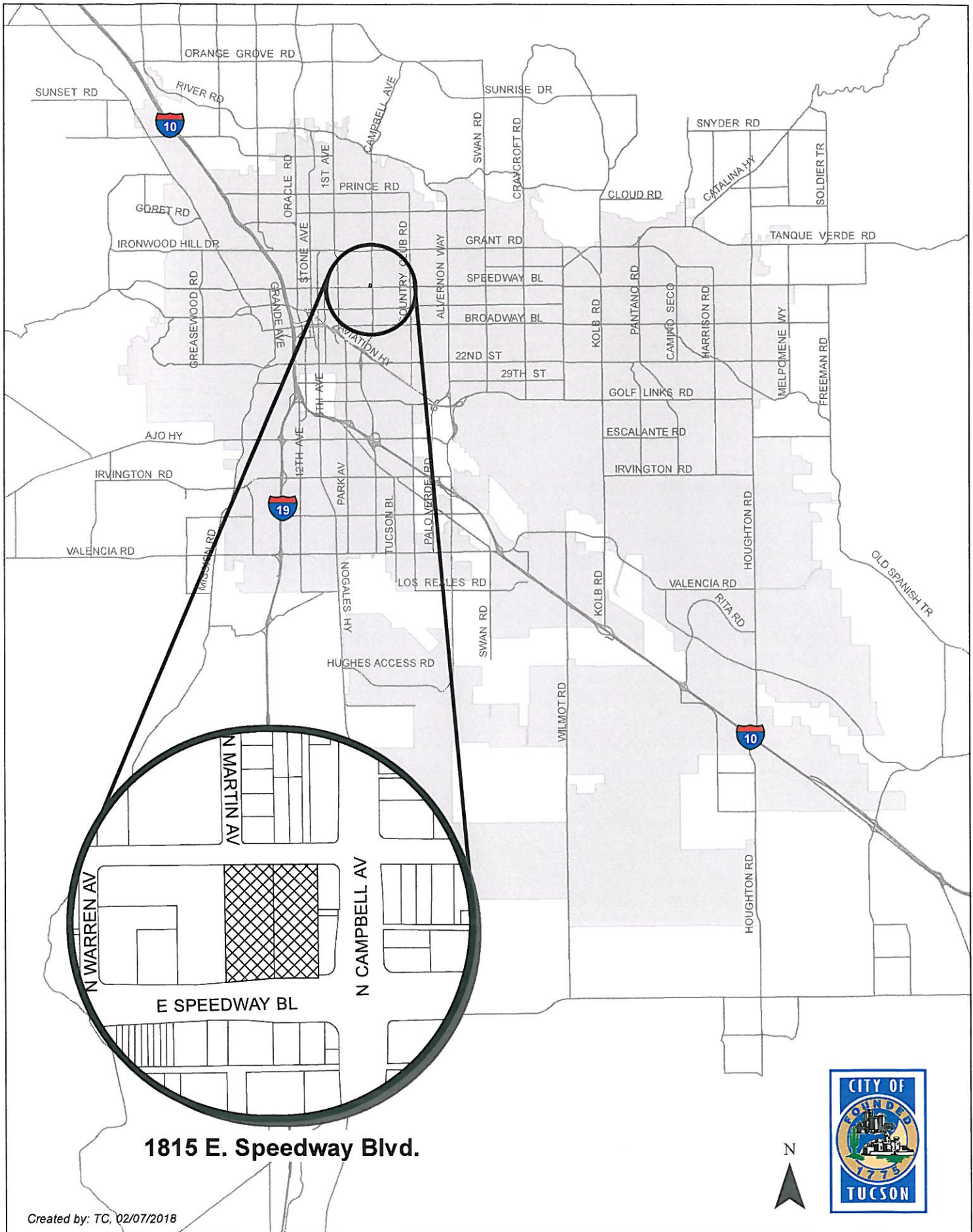
- Land Use and Compatibility
- Urban Design,
- Transportation Vehicular Circulation & Access to Various Mode and
- Coordination with and Protection of Surrounding Neighborhoods

The PAD document is implementing the goals, policies and guidelines of *Plan Tucson* and UAP Section 3.G. The PAD allows the flexibility to tailor land uses, development standards and design to a project's needs, allowing the project to fit with any site constraints, and be more compatible with existing neighborhoods. The PAD is tailored as a transit-oriented mixed-use development and is consistent with the type and scale of development occurring at the University of Arizona Main Campus, Arizona Health Sciences Center and Banner University Medical Center. The proposed project provides considerations for privacy to outlying neighborhoods by incorporating context sensitive design with building height transition, step-backs and, architectural features to minimize sun reflection to surrounding neighborhoods.

**Conclusion** –The request to rezone the site to a PAD meets the purpose and intent of the PAD zone, and is consistent with the land use direction provided by both *Plan Tucson* and *University Area Plan*, including Section 3.G. Helen Warren Station Area. Approval of the requested PAD zoning is appropriate. The PAD document serves as the rezoning conditions for the proposed project, therefore no additional conditions are recommended for the Speedway + Campbell PAD




**C9-18-04 - Speedway Campbell Gateway**  
**Rezoning Request: From C-1 and R-3 to PAD**

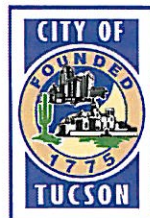




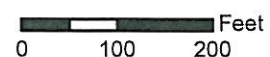
**C9-18-04 - Speedway Campbell Gateway**  
Rezoning Request: From C-1 and R-3 to PAD



 Subject Property



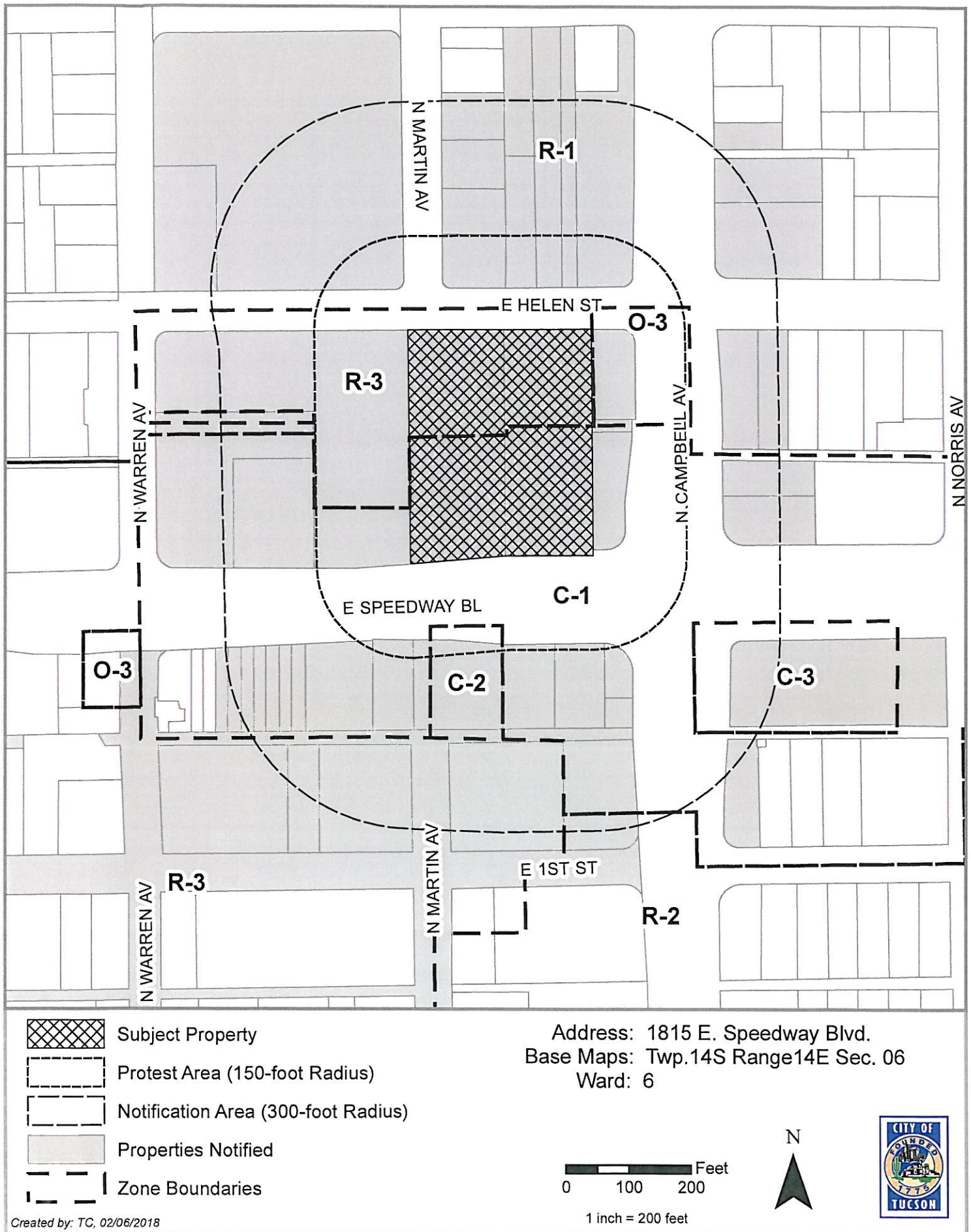
Address: 1815 E. Speedway Blvd.  
Base Maps: Twp.14S Range14E Sec. 06  
Ward: 6

  
1 inch = 200 feet





**C9-18-04 - Speedway Campbell Gateway**  
Rezoning Request: From C-1 and R-3 to PAD





## Approval – Protest Form

If you wish to submit a written protest or approval, this form is provided for your convenience. Please print your comments below, sign your name, and mail to the Rezoning Section of the Planning and Development Services Department at the address on the reverse side (you will need to attach postage). The number of approvals and protests along with protest calculations will be reported at the Zoning Examiner's public hearing.

**Approvals and protests must have an owner's signature to be recorded.**

If there are protests from 20% of the property owners within 150' of the whole perimeter of the property being rezoned, including BOTH 20% of the property by area and 20% of the number of lots with 150', then an affirmative vote of  $\frac{3}{4}$  of the Mayor and Council (5 of 7 council members) will be required to approve the rezoning ordinance or Mayor and Council Special Exception. Public rights-of-way and the area/lot of the proposed rezoning are included in the protest calculations.

**Case: C9-18-04 Speedway + Campbell Gateway PAD (Ward 6)**

\_\_\_\_\_  
I/We the undersigned property owners, wish to

- ☐ APPROVE the proposed rezoning/special exception  
☐ PROTEST the proposed rezoning/special exception

**Reason:**

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PLEASE PRINT YOUR NAME	PLEASE PRINT MAILING ADDRESS	PLEASE PRINT LEGAL PROPERTY DESCRIPTION		
		Subdivision	Block	Lot

Owner's Signature: \_\_\_\_\_ Date \_\_\_\_\_



Place  
Stamp  
Here

City of Tucson  
**Planning and Development Services Department**  
Rezoning Section  
201 N. Stone  
P.O. Box 27210  
Tucson, Arizona 85726-7210

C9-18-04 jb

Expose this flap - Affix stamp and return

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City of Tucson  
Planning and Development Services  
Department -Rezoning Section  
201 N. Stone Avenue  
P.O. BOX 27210  
Tucson, Arizona 85726-7210

C9-18-04 jb  
IMPORTANT REZONING NOTICE ENCLOSED